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DRAFT REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS ON ITS IN-SESSIONAL MEETING HELD DURING THE FORTIETH SESSION OF THE GOVERNING COUNCIL, 1-18 JUNE 1993

Rapporteur: Mr. Thomas STELZER (Austria)

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I. OPENING OF THE MEETING, ELECTION OF THE RAPPORTEUR, ADOPTION OF THE AGENDA AND ORGANIZATION OF WORK

1. The Standing Committee for Programme Matters held an in-sessional meeting during the fortieth session of the Governing Council convened in New York from 1 to 18 June 1993. The session was opened by H.E. Dr. Oscar Serrate-Cuellar (Bolivia), Vice-President of the Governing Council. It was decided that Mr. Thomas Stelzer (Austria) should continue to serve as Rapporteur.

2. At its first meeting on 1 June 1993, the Standing Committee adopted its agenda and organization of work as contained in document DP/1993/SCPM/L.2. The Standing Committee also agreed to maintain a flexible schedule of work.

II. ADOPTION OF THE REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS ON ITS IN-SESSIONAL MEETING HELD DURING THE SPECIAL SESSION OF THE GOVERNING COUNCIL, 16-19 FEBRUARY 1993

3. At its first meeting, the Standing Committee adopted the second part of its report on its in-sessional meeting held during the special session of the Governing Council, 16-19 February 1993 (DP/1993/SCPM/L.1/Add.6).

III. COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

A. Africa

1. Country programme approvals

Benin

4. The Assistant Administrator and Director of the Regional Bureau for Africa (RBA) introduced the fifth country programme for Benin (DP/CP/BEN/5) for the period 1993-1997. The net indicative planning figure (IPF) of $33.9 million would be concentrated on two main areas in the proposed programme: national economic management and improvement of living conditions of the population.

5. The Representative of Benin thanked UNDP for playing a pivotal role in assisting development in Benin and noted that the accelerating democratization process was closely linked to socio-economic development. The formulation of the country programme had been based on the UNDP round-table process and on sectoral consultations. The Government hoped to internalize this process but progress had been slow. He emphasized that international technical, moral and financial support was needed, especially to achieve social goals.

6. While supporting the country programme delegations, commented that the areas of concentration were broad despite the effort to achieve greater focus, performance indicators were overly ambitious and the approach was too statist. It was therefore suggested that indicators be more realistic and short-term and that further efforts be made to focus the programme. The importance of UNDP support for capacity-building for national execution was emphasized despite the difficulties entailed. More support was required from UNDP for development led

by the private sector. Moreover, UNDP was perceived as slow in providing assistance in the education sector. In considering the country programme document, one delegation noted that the assessment of the previous country programme gave no indication on impact, but discussed only implementation and execution.

7. The Assistant Administrator and Director replied to points raised by delegations. She noted that a certain lack of focus was inevitable during a transitional phase but that efforts would be made to deepen the level of support wherever possible. Regarding indicators of success, UNDP deliberately focused on longer-term effects, contrary to the structural adjustment programme, which concentrated on short-term indicators. Neither strengthening the Government's capacity in economic management nor alleviating poverty were short-term endeavours. As a clarification, she explained that "itinerant experts" were high-level consultants who were available on request and that nationals carried out project or programme implementation. She noted that UNDP promoted private-sector development through such instruments as the African Project Development Facility (APDF) and African Training Management Services (ATMS). In the case of Benin, the transition from a centrally directed economy to a liberal market economy required a conducive legal, financial and economic environment to stimulate national entrepreneurship and revitalize the private sector. The Government had requested UNDP assistance to strengthen its capacity for economic management and administrative reform, leaving production and distribution to other agents.

8. The Committee recommended that the Governing Council approve the fifth country programme for Benin.

Côte d'Ivoire

9. The fifth country programme for Côte d'Ivoire (DP/CP/IVC/5), with a net IPF of $12.4 million, was presented by the Assistant Administrator and Director, RBA who drew attention to the crippling effects on the country of changes in the global economy in the past decade. Efforts had been made to respond to changing circumstances and to reduce projects under the fifth cycle as well as to synchronize the country programme with the national plan. The country programme focused on two areas of concentration: management of sustainable development and decentralized development and grass-roots participation.

10. The representative of Côte d'Ivoire expressed his Government's gratitude for UNDP's support to the country's development efforts. He noted that UNDP had contributed to aid coordination and to the goodwill so essential to development.

11. While commending the country programme, delegations expressed hope that efforts would be made during the fifth cycle to overcome the weaknesses experienced during the fourth cycle. Furthermore, care should be taken not to be overly ambitious in the fifth programme, given the small size of the IPF and keeping in mind the six areas of focus specified in Governing Council decision 90/34. UNDP could provide data, information and wide experience even with limited resources. UNDP was praised for taking a leadership role in coordination - in close cooperation with other donors. A question was asked on the source of funds for the forestry project under Capacity 21.

12. In her response, the Assistant Administrator and Director, RBA, stated that despite the relatively small IPF, UNDP had been highly effective in a catalytic and coordinating role in Côte d'Ivoire and had used its multisectoral approach to leverage other donor assistance. She noted that a National Long-Term Perspective Study (NLTPS) had been launched in the country and that Special Programme Resources (SPR) were being used for the forestry activity under Capacity 21.

13. The Committee recommended that the Governing Council approved the fifth country programme for Côte d'Ivoire.

Equatorial Guinea

14. The fourth country programme for Equatorial Guinea, 1993-1995 (DP/CP/EQG/4), with a net IPF of $7 million, was introduced by the Minister of State for Planning and International Cooperation of Equatorial Guinea. He highlighted the intense consultation process during 1991 and 1992 with UNDP and the donor community, which lead to the formulation of the proposed programme. He noted that UNDP had a key role to play in the coordination of assistance to the democratization process. UNDP had already made valuable contributions in that regard during the preparation of the country programme and, in particular, during the UNDP/United Nations mission of April 1993, which had made recommendations on implementation measures for the electoral process and the protection of human rights. The recommendations of the missions and the proposed UNDP country programme were in line with the National Pact, signed by the Government and the political parties in March 1993. He noted that the Government had requested UNDP to coordinate a donor conference for electoral assistance and to act as a channel of communication with the donor community. Approval of the fourth country programme would be a constructive gesture at a decisive moment of political transition.

15. The Resident Representative noted that the proposed programme focused on three main areas: strengthening existing social services and development of human resources; planning, management and public administration; and sustainable use of natural resources. He also drew attention to the results of the joint UNDP/United Nations mission in April 1993, summarized in the note by the Administrator (DP/CP/EQG/Note/4), including agreed confidence-building measures.

16. One delegation in supporting approval of the country programme, emphasized the positive steps made by the signing of the National Pact and argued that UNDP assistance should continue and support free and fair elections during the difficult transition towards democracy. Another delegation suggested reprogramming the assistance to the social sector and providing increased support to good governance and sustainable development. Greater focus on privatization and on the enabling environment for private initiative was proposed. It was suggested that the country programme be reviewed at the forty-first session of the Governing Council in light of the changing situation in the country.

17. The delegation of Equatorial Guinea mentioned recent steps to promote private-sector development, such as the formulation of a new investment code and the creation of a private-sector promotion office.

18. The Resident Representative noted efforts made to avoid duplications in the social sector and the possibility of using the new country programme to reprogramme assistance with an emphasis on good governance and on employment planning in support of private-sector development.

19. The Committee recommended that the Governing Council approve the third country programme for Equatorial Guinea and that a review of the programme be presented to the Council at its forty-first session.

Gabon

20. The fifth country programme for Gabon (DP/CP/GAB/5), with a net IPF of $1.6 million and estimated cost-sharing of $3.2 million, was introduced by the Resident Representative. He emphasized the need to seek conditions for more balanced and sustainable human development in the face of a deteriorating economic situation. UNDP aimed to build on its comparative advantage in providing strategic neutral support for the short, medium and long term. The country programme focused on three areas of concentration: human development; improved development management; and environment. In pursuing strategic objectives in these areas, UNDP would adopt a multisectoral approach and would ensure complementarity with the programmes of other United Nations specialized agencies and funds and bilateral donors. Government cost-sharing constituted an important commitment to the implementation of the programme.

21. Delegations welcomed the strategy underlying the programme and the inclusion of prospective studies to address the negative impact of structural adjustment. They found the contribution of the Government to cost-sharing to be relatively small. Clarification was requested on Part III of the financial summary contained in annex I of document DP/CP/GAB/5. Further details were sought on the initiatives foreseen in the area of vocational training and employment and in the area of environmental protection, particularly as related to World Bank activities in this field.

22. The Resident Representative replied that the financial summary would be corrected. He noted that the Government would consider, in the course of programme implementation, an increase in cost-sharing and stated that the activities for environmental protection were being carried out in close association with the World Bank and other donors. The proposals on employment had been designed in the context of rising unemployment in order to develop the capacity to observe the labour market and formulate a human resources development strategy for the country.

23. The Committee recommended that the Governing Council approve the fifth country programme for Gabon.

Sierra Leone

24. The fifth country programme for Sierra Leone (DP/CP/SIL/5), with a net IPF of $43.4 million, was presented jointly by the Resident Representative and the Under-Secretary of State, Department of Finance, Development and National Economic Planning, Government of Sierra Leone. They emphasized the pragmatic steps being taken towards good governance and a return to democratic civilian

rule within three years, as well as the efforts of UNDP in close collaboration with other donors to assist the country to alleviate poverty. The country programme focused on three areas of concentration: development planning, management and governance; human resources development; and integrated rural development, agriculture and natural resources management.

25. Supporting the country programme, one delegation commended the frank assessment of the situation in the country presented by the delegate from Sierra Leone and thanked the Resident Representative for his useful comments on UNDP cooperation and consultations with other major donors in Sierra Leone. In view of the uncertain situation in the country, it was suggested that the Director, RBA present a verbal report to the Governing Council at its forty-first session (1994) on the progress attained in the implementation of the programme.

26. The Committee recommended that the Governing Council approve the fifth country programme for Sierra Leone with the proviso that the Director of the Regional Bureau for Africa present a verbal report on the implementation of the programme to the Council at its forty-first session.

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Addendum

CHAPTER III. COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

A. Africa

2. Extensions of country programmes

(continued)

Madagascar

1. The Assistant Administrator and Director, RBA, introduced the request for a second one-year extension of the fourth country programme for Madagascar (DP/CP/4/EXTENSION II) involving IPF resources of $18.3 million.

2. The Representative of Madagascar explained that a second one-year extension was necessary in view of the political transitional period, during which democratic institutions were being established. It would help to consolidate efforts at national capacity-building, support the Social Action Plan and combat poverty. He commended the excellent working relations between Madagascar and UNDP.

3. Several delegations endorsed the request for the extension. It was, however, suggested that goals could best be achieved if resources were not scattered and were more focused than previously. Financing should be secured before beginning implementation and donor coordination should be strengthened. Limitations imposed by budget constraints were noted.

4. One delegation stated that the progress of reform was difficult to judge during an ongoing process of democratization. UNDP-sponsored activities should concentrate on capacity-building and the role of technical cooperation should be examined in connection with the scheduled programme review. The experience with national execution had been less than positive, given the lack of capacity. Donor coordination was carried out on an ad hoc basis and was issue-specific. The strong presence of the World Bank in the country was noted; tighter coordination was needed as well as a greater role for UNDP in promoting donor dialogue. The use of the human development index (HDI) on a regional basis in Madagascar was commended.

5. The Assistant Administrator and Director, RBA, commented that UNDP would continue to play a coordinating role in the country and would further enhance its capacity to do so.

6. The Committee recommended that the Council approve the second extension of the fourth country programme for Madagascar.

Kenya

7. The Chairman of the Standing Committee introduced the request for a second one-year extension of the fifth country programme for Kenya (DP/CP/KEN/5/EXTENSION II) involving IPF resources of $9 million.

8. While endorsing the request, delegations recommended that the sixth country programme should concentrate on such issues as democratization, human rights, good government and accountability. It should be linked to the implementation of economic reform and the transformation of economic structures. The emphasis on income-generation was commended although it was noted that recent evaluations showed that there had been only limited results so far. There was also support for the other areas of focus, particularly human resource development and small enterprise development. Activities should concentrate on the potential for generating income for the poor in rural as well as urban areas. Doubt was expressed on the potential impact of credit schemes unless targeted for women. Appreciation was expressed for UNDP efforts at donor coordination in Kenya.

9. The Committee recommended that the Council approve the second extension of the fifth country programme for Kenya.

Togo

10. The Director General of Planning of Togo introduced the request for a second one-year extension of the fourth country programme for Togo (DP/CP/TOG/EXTENSION II). He spoke of the difficulties encountered during the democratization process over the past two years which had delayed the elaboration of the fifth country programme. He stressed that the fifth country programme would be pivotal in assisting the country, following its elections.

11. While supporting the request for an extension, it was noted by one delegation that implementation would be difficult if the political situation did not improve, particularly in light of an ongoing strike and suspension of bilateral aid by the principal donors.

12. The Assistant Administrator and Director, RBA, replied that UNDP was well aware of the complexities in the country and their impact on project implementation. UNDP had therefore decided to reduce the amount of the second extension for 1993 from $4.5 million to $2.5 million.

13. The Committee recommended that the Governing Council approve the second extension of the fourth country programme for Togo.

3. Interim report on the implementation of the fifth country programme for Rwanda

14. The Committee had before it for consideration the report by the Administrator (DP/1993/64) submitted in response to Governing Council decision 93/4, section VIII, of 19 February 1993, in which the Council requested the Administrator to present an interim report on the implementation of the country programme for Rwanda and on the impact which the evolution of the general context of the country might have had on implementation. It also recommended that UNDP should envisage organizing a round-table conference for donors on the humanitarian aspects of the emergency situation in Rwanda and the needs of displaced persons.

15. The Assistant Administrator and Director, RBA, introduced the report and briefly traced developments in Rwanda since February 1993.

16. The Representative of Rwanda thanked UNDP and the donor community for the assistance to his country during difficult times.

17. A number of delegations expressed satisfaction with the realistic and flexible approach UNDP was taking in the country, particularly the assistance to national reconciliation and the peace process, and endorsed the reorientation of the country programme as proposed by the Administrator to take into account the needs of displaced persons and to combat poverty. The increase of the programme reserve indicated the commitment of UNDP to handle the evolving situation in the country efficiently. They commended the frequent donor consultations conducted by the Resident Representative and suggested that the coordination role of UNDP be strengthened. The timing of the humanitarian round-table conference scheduled for June 1993 was, however, questioned. One delegation encouraged UNDP to exercise restraint in the area of management and public administration in view of the political uncertainties. Support was expressed for making more money available and in particular for using funds for development.

18. The Resident Representative stated that conditions in the country had improved and it had become possible for donors to provide humanitarian assistance and to enter the demilitarized zone. He noted that the donors would meet the following week to set a date for the donor round-table conference.

19. The Committee recommended that the Council approve amendments to the fifth country programme for Rwanda, as contained in the report of the Administrator (DP/1993/64).

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Addendum

CHAPTER IV. UNITED NATIONS POPULATION FUND

UNITED NATIONS POPULATION FUND

1. The UNFPA Deputy Executive Director (Programme) provided a brief overview of the 15 country programmes being submitted to the Council this year for its consideration and approval. He noted that UNFPA programmes continued to pay greater attention to the implementation of General Assembly resolutions 44/211 and 47/199, which, among other things, called upon the agencies and organizations of the United Nations system to promote national execution, decentralization and the programme approach. The Fund recognized that qualified human resources were a prerequisite for national execution. Thus, the strengthening of national technical and managerial capacities constituted one of the most critical functions of UNFPA country programmes. To make national execution more effective, and to assist Governments in developing, implementing, monitoring and evaluating national population programmes, UNFPA field offices drew first and foremost upon national experts. This was supplemented, when needed, by the Fund's country support teams and other sources of technical assistance.

2. Two delegations commented on the UNFPA country programmes in general. One reiterated a request it made last year that UNFPA introductions to each country programme include information on the following three items: (a) the status of donor coordination in-country; (b) the country's contraceptive needs and how the proposed UNFPA country programme would address those needs; and (c) the critical factors facilitating or constraining the success of the programme. The

delegation asked UNFPA to identify the major donors in each country in the population field; to note whether in-country coordination had been effective; and to describe the Fund's role in donor coordination in the country.

3. The other delegation commented on the general structure and content of the country programmes as a whole. She said that her delegation would have liked the programmes to be more analytical and problem oriented in their approach, concentrate more on constraints to programme implementation, discuss the strategies devised to facilitate the success of the programme in each country, and show how the programme related to UNFPA's mandate and policy.

Sub-Saharan Africa

4. The Director of the Africa Division (AD) made a general introductory statement concerning the 11 country programmes being submitted for the region. He noted that the programmes had been developed in line with the needs identified by the Governments concerned and in accordance with the priority areas identified in the strategy for UNFPA assistance in sub-Saharan Africa, as set forth in document DP/1987/37 and approved by the Council in decision 87/30.

5. Two delegations made general comments about the 11 sub-Saharan African country programmes being presented to the Council. One commended UNFPA for having fulfilled its coordination function with other actors in the region, in particular with the World Bank and the African Development Bank. He congratulated the Fund for the way in which it had convinced these organizations to take population into account in their programmes. He was concerned, however, that the targets of some of the programmes were not realistic. He felt that UNFPA had a responsibility to help Governments set realistic and attainable targets. He encouraged UNFPA to make greater use of national and regional expertise, notably that available in the Economic Commission for Africa and the Centre for Applied Research on Population and Development (CERPOD). He said his delegation was satisfied to see that many of UNFPA's country programmes went well beyond simply providing family planning services and addressed the population question in Africa in all its dimensions.

6. The other delegation asked if the country programmes being submitted by UNFPA had been affected by the recent decline in UNFPA resources in the region. He asked what UNFPA planned to do to ensure that the programmes in Africa would not experience further setbacks. He recounted the numerous difficulties most countries in the region faced in terms of resources and infrastructure and appealed to donors to increase their assistance to the countries of the region.

7. The Director, AD, responded that the decline in resources was a critical factor for all programmes in the region. However, UNFPA had attempted to address this problem by seeking additional funds from extrabudgetary resources, for example through multi-bilateral arrangements for specific activities. He agreed that the targets of some of the programmes were somewhat ambitious, but pointed out that such targets were usually based on those set by the Governments themselves. The fact that African Governments had set demographic targets was in itself a major accomplishment, since most Governments in the region had been extremely reluctant to do so until very recently.

8. The Director then introduced each of the 11 country programmes separately.

Central African Republic

9. UNFPA proposed a comprehensive four-year population programme in the amount of $4.6 million, of which $3.6 million would be programmed from regular resources. UNFPA would seek to provide the remaining $1 million from a combination of sources, including multi-bilateral sources.

10. The main objectives of the proposed programme were: (a) to reduce infant and maternal morbidity and mortality, primarily through the increased use of effective family planning methods; (b) to arrest the spread and reduce the incidence of infertility; (c) to sensitize the population, particularly adolescents, about the importance of responsible parenthood and effective child-spacing; and (d) to improve the status and condition of women and heighten their participation in the socio-economic development of the country through, among other things, the effective implementation of maternal and child health and family planning (MCH/FP) activities.

11. Several delegations commented on the proposed programme. One asked why the programme focused on only the western and southern portions of the country and not on the whole country. He also asked if other agencies would cover the rest of the country and how UNFPA planned to coordinate its activities with them. Another delegation, noting that UNFPA had had problems with an executing agency in its previous cycle of assistance, asked if that agency would be involved in the new programme. He welcomed the programme's emphasis on collaboration with other organizations active in the country and, in this regard, asked what UNICEF was doing in the area of MCH/FP and what input UNFPA would have in its activities. He concluded by asking if UNFPA intended to subsidize the salaries of national staff as a way of motivating them.

12. The Director, AD, responded that UNFPA did not have the resources to cover the entire country with its programme. The Fund therefore had to concentrate on improving service delivery in selected areas of the country. In future, such services could gradually be extended to the rest of the country. He stated that UNFPA would not use the executing agency in question in the proposed programme, but would instead explore other means of executing UNFPA-supported activities, including national execution. The Director noted that UNFPA would make use of the service delivery network of UNICEF's expanded programme of immunization (EPI) to deliver family planning services. The EPI network extended to the grass-roots level and thus was ideal for reaching those in rural areas. Concerning the question on subsidizing the salaries of national staff, the UNFPA Deputy Executive Director (Programme) pointed out that, as a matter of policy, UNFPA did not provide salary supplements to government staff. He further noted that the Fund was working closely with its partner organizations in the Joint Consultative Group on Policy (JCGP) to devise a standard salary scale for all government staff working with the five partner organizations.

13. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for the Central African Republic (DP/FPA/CP/126).

Côte d'Ivoire

14. UNFPA proposed a four-year population programme in the amount of $5.6 million, of which $4.9 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $700,000 from a combination of sources, including multi-bilateral resources.

15. The objectives of the programme were to: (a) help the Ministry of Health and Social Protection to formulate a national MCH/FP programme and to assist it in providing family planning services; (b) enhance the technical capabilities of the Ministry of Economy, Finance and Planning for integrating population factors into the development programme and assist it in determining the basic components of a population policy; and (c) to continue activities aimed at improving the standard of living of Ivorian women.

16. One delegate noted that the UNFPA programme appeared to be specifically designed to build upon components supported by other donors, most notably in the efforts to help the Government formulate a national MCH/FP programme. He noted, however, that the programme did not specifically mention contraceptive commodities, even though it intended to provide assistance to renovate, equip and supply 20 rural maternities and clinics. He therefore asked UNFPA to clarify whether contraceptives would be among the items supplied to these clinics.

17. The Director, AD, confirmed that contraceptives would in fact be provided to the clinics.

18. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Côte d'Ivoire (DP/FPA/CP/131).

Equatorial Guinea

19. UNFPA proposed a comprehensive five-year programme in the amount of $3.35 million, of which $2.65 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $700,000 from a combination of sources, including multi-bilateral resources.

20. The objectives of the proposed programme were: (a) to integrate, on a pilot basis, Safe Motherhood, including child-spacing, into MCH centres in Bata and Malabo, and to increase the contraceptive prevalence rate (CPR) to 5 per cent in these zones; (b) to encourage the Government to adopt a more liberal law on family planning; (c) to develop and implement a national information, education and communications (IEC) programme on population and related issues; and (d) to improve the well-being of women in their reproductive and productive roles.

21. Several delegations commented on the proposed programme. One expressed concern that the objectives were ambiguous and generic, difficult to quantify and overly ambitious. It therefore recommended that the programme be reformulated to include more realistic, specific and quantifiable objectives. The delegation further noted that the country's health system did not have a central structure capable of unifying and coordinating the actions of different

agencies and giving them a strategic frame of reference. Another delegation asked a more general question concerning the frequency and nature of UNFPA reporting requirements. The delegation also asked what role the Fund's country support teams (CSTs) would play in this reporting.

22. The Deputy Executive Director (Programme) explained that each year UNFPA field offices conducted a tripartite project review (TPR) of each project. Participants included representatives from UNFPA, the Government and the executing agency. The resulting report on each project was then studied by UNFPA staff, both in the field and at UNFPA headquarters, and the project adjusted as needed. The country support teams would of course participate in selected TPRs, providing needed technical support to UNFPA Country Directors and ensuring effective feedback to their teams. Concerning the recommendation to reformulate the programme, the Director, AD, explained that such action would delay the formulation of projects for a full year. UNFPA had taken an inventory of needs and had devised a work plan accordingly. Reformulating the programme would delay the implementation of that work plan and, correspondingly, the delivery of vital family planning services and information, among other things.

23. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Equatorial Guinea (DP/FPA/CP/129) subject to the findings and recommendations of an interim report highlighting the progress of the programme, which is to be submitted to the Governing Council at its forty-first session (1994).

Madagascar

24. UNFPA proposed a comprehensive five-year population programme in the amount of $7 million, of which $5 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $2 million from a combination of sources, including multi-bilateral resources.

25. The specific goals of the programme were: (a) to reduce the maternal and child mortality rate by 25 per cent by expanding accessibility to integrated MCH/FP services; (b) to increase family planning coverage and the contraceptive prevalence rate from 3 per cent in 1992 to 14 per cent in 1997; (c) to improve the status and the role of women in the development process by assisting in the design of a national strategy and programme for the advancement of women; and (d) to enhance knowledge of demographic indicators for planning and evaluation purposes.

26. Several delegations commented on the proposed programme. One commended UNFPA for its work in creating awareness among parliamentarians of the need to adopt a population policy. The delegation expressed concern, however, that the programme did not adequately take into account the country's subregional differences or address the unique situation of Malagasy women. It further noted that the main problem in the area of contraceptive supply was that of distribution. The delegation also noted that coordination was a major problem in Madagascar. Another delegation suggested using NGOs as an alternative to government programmes, particularly since the Government had had difficulty in programming population funds in the past.

27. The Director, AD, agreed that coordination had not been very effective despite the considerable efforts of UNFPA and others to improve it. The Fund was hopeful, however, that the establishment of the interministerial technical committee for coordination, as called for in the proposed programme, would enhance coordination of the programme's activities. He also agreed about the subregional diversity of Madagascar and about the unique situation of Malagasy women. That was why UNFPA engaged a highly regarded Malagasy women researcher to devise the strategy for the women, population and development sector. He further agreed that the distribution of contraceptives was a serious problem. UNFPA therefore planned to make use of the distribution facilities of other organizations, especially in the provinces. The Fund welcomed the suggestion to make greater use of NGOs as implementing agencies, but preferred an integrated approach using both governmental and non-governmental organizations.

28. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Madagascar (DP/FPA/CP/121).

Mali

29. UNFPA proposed a comprehensive four-year population programme in the amount of $5.2 million, of which $3.2 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $2 million from a combination of sources, including multi-bilateral resources.

30. The immediate objectives of the proposed programme were: (a) to help reduce the population growth rate by promoting family planning; (b) to reduce maternal and infant mortality; (c) to assist the Government in elaborating and implementing a strategy to enhance the integration of women into the development process; and (d) to make accurate data on mortality and migration available for national development planning.

31. One delegation felt that the recent installation of a democratic government in Mali would enhance the advocacy role of UNFPA. The delegation wondered why this had not been mentioned in the document. The delegation also asked for more information on how UNFPA intended to use CERPOD in the proposed programme and what UNFPA's experiences had been regarding the State Secretariat for Women's Promotion. The delegation noted that the objectives in the area of MCH/FP did not seem entirely realistic.

32. The Director, AD, agreed that the installation of a democratic government would enhance the Fund's advocacy role. The omission of this point had been an oversight. UNFPA would continue to make use of CERPOD in selected MCH/FP and census activities. The Fund's experience with the State Secretariat for Women's Promotion had been quite positive. The Secretariat had conducted an interesting study on the situation of women in Mali as well as a study on female circumcision, which was later the subject of a seminar organized by the Secretariat. In general, however, UNFPA was striving to make use of all women's organizations in distributing contraceptives at the grass-roots level. The Director, AD, pointed out that the objectives in MCH/FP were ambitious, but attainable if pursued with great effort.

33. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Mali (DP/FPA/CP/130).

Rwanda

34. UNFPA proposed a comprehensive five-year population programme in the amount of $7 million, of which $4.5 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $2.5 million from a combination of sources, including multi-bilateral resources.

35. The specific objectives of the programme were to assist the Government in reducing its population growth rate from 3.4 per cent to 2.8 per cent by increasing the contraceptive prevalence rate from 12 per cent to 28 per cent and by reducing the contraceptive drop-out rate by 50 per cent and the total fertility rate from 7.9 to 6.2 children per woman.

36. Several delegations commented on the proposed programme. Two delegations expressed concern about the current political situation in the country and asked why the programme had not taken this adequately into account. One of them inquired in this regard if UNFPA had considered putting a much larger amount into programme reserve, as UNDP had recently done in its programme for Rwanda. One delegation identified three areas that seemed to have been neglected in the programme: a women's strategy, which she felt should have been given priority; the prevalence of HIV/AIDS and the importance of condoms as a preventive measure; and the special needs of adolescents. Another delegation asked why UNFPA had not encouraged the Government to adopt much more realistic and attainable objectives in the national population policy it adopted in 1990. This same delegation observed that the country programme did not seem to address the unique problems of Rwanda and thus inquired more generally if there was not too much of standardization of UNFPA programmes.

37. The Director, AD, noted that UNFPA had in fact encouraged the Government to revise the objectives of its national policy downward, which it did. The Fund would continue its dialogue with the Government in this regard, although it was satisfied with government efforts at target setting. He further noted that UNFPA had structured the programme in such a way as to minimize the effects of the current political situation, focusing its activities in three provinces that were more or less at peace. UNFPA agreed that the programme should give more attention to HIV/AIDS and to adolescents, and assured the Committee that the Fund would take measures to strengthen UNFPA assistance in these areas. Concerning the observation that the programme did not seem to address the unique problems of Rwanda, the Director, AD, reminded the Committee that the programme was based on the findings and recommendations of a UNFPA Programme Review and Strategy Development (PRSD) mission that visited the country in April 1992. It also took into account the inputs from the Fund's major collaborating partners, including the World Bank, USAID, UNDP, the German Agency for Technical Cooperation (GTZ) and various NGOs.

38. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Rwanda (DP/FPA/CP/127) subject to findings and recommendations of an interim report highlighting the progress of the programme,

which is to be submitted to the Governing Council at its forty-first session (1994).

Sao Tome and Principe

39. UNFPA proposed a comprehensive four-year population programme in the amount of $1.8 million, of which $1.3 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $500,000 from a combination of sources, including multi-bilateral resources.

40. The immediate goals of the proposed programme were, inter alia: (a) to increase the modern contraceptive prevalence rate from 7.6 per cent to 20 per cent; (b) to expand the provision of integrated MCH/FP services in rural areas and to targeted population groups; (c) to reduce the number of abortions; (d) to strengthen the national capacity for managing its MCH/FP programme; (e) to help improve women's health through IEC and MCH/FP activities; and (f) to introduce population education and family life education into the formal school system.

41. One delegation, noting that the UNFPA Country Director was not resident in the country, asked how UNFPA planned to coordinate its programme, in particular with its partner organizations in the JCGP and with WHO. The delegation also asked what percentage of the population was covered by family planning services.

42. The Director, AD, explained that the UNFPA Country Director resident in Angola made periodic visits to Sao Tome and Principe as part of his official responsibilities. During such visits, he routinely consulted with pertinent government and agency representatives to discuss the coordination of their respective activities. He then briefed the UNDP Resident Representative who also served as the UNFPA Representative in the field. The Director did not have the exact figure for the coverage of family planning services, but promised to provide the figure immediately after the session.

43. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Sao Tome and Principe (DP/FPA/CP/125).

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Rapporteur: Mr. Thomas STELZER (Austria)

Addendum

CHAPTER IV. UNITED NATIONS POPULATION FUND

(Continued)

Ethiopia

1. UNFPA proposed a comprehensive five-year population programme in the amount of $19 million, of which $11 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $8 million from a combination of sources, including multi-bilateral resources.

2. The objectives of the proposed programme were to: (a) develop and implement the National Population Policy and a comprehensive Plan of Action; (b) expand and improve the quality of maternal and child health and family planning (MCH/FP) services in order to reduce maternal mortality and morbidity and infant mortality; (c) increase the contraceptive prevalence rate from 4 to 12 per cent and reduce the total fertility rate and adolescent pregnancies; (d) develop and implement a comprehensive national population IEC programme; (e) strengthen the national capacity to conduct population research and to integrate population factors into development planning; (f) help develop human resources to increase self-reliance in the design, management and evaluation of population programmes; and (g) improve the status of women and augment their participation in the development process.

3. Numerous delegations commented on the proposed programme. Two delegations asked if the proposed programme represented the best use of scarce resources. They felt the programme lacked strategic focus and that the resources were

spread too thinly over too many activities. One agreed with the programme's eight objectives individually but inquired if UNFPA could possibly do all these things given its limited resources. This delegation felt that data collection received too much emphasis; another delegation, however, felt it was appropriately funded. A third delegation asked if the programme included activities in Eritrea or if it dealt only with Ethiopia.

4. The Director, AD, noted that the delegate answered his own question when he said he agreed with all eight objectives individually. All were important to the success of the programme. UNFPA was the major external assistance agency in the population field in Ethiopia. It therefore had the responsibility to take the lead. As other donors began to support and participate in individual areas, UNFPA could then concentrate on the other areas. The Director stressed that the census was particularly crucial at this time, particularly in view of the dramatic changes taking place in the country. Moreover, it was a government priority. The Fund hoped to attract substantial additional support for the census. This was discussed at a meeting convened by the Government in May, although the results of that meeting were not yet known. He clarified that the proposed programme did not include Eritrea.

5. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Ethiopia (DP/FPA/CP/132).

Guinea-Bissau

6. UNFPA proposed a comprehensive five-year population programme in the amount of $3.8 million, of which $2.6 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $1.2 million from a combination of sources, including multi-bilateral resources.

7. The broad objectives of the proposed programme were to: (a) strengthen and expand the integrated family planning programme of the Government by promoting family planning both in and outside health facilities; (b) sensitize the population in general and leaders in particular and bring about changes in attitudes towards population and family planning issues; and (c) provide a coherent framework for all population activities through support for the preparation of a population policy.

8. Several delegations commented on the proposed programme. One said it would like to see UNFPA work more closely with NGOs and with national organizations. This delegation asked how UNFPA planned to distribute contraceptives to the rural population, which made up 80 per cent of the total population. This point was echoed by another delegation, who felt that the family planning activities of the programme seemed to focus on urban facilities. This same delegation thought it might be more effective to involve NGOs in efforts to strengthen women's activities rather than use the newly established Ministry for the Promotion of Women for this purpose. A third delegation inquired why adolescents and young males had not been addressed in the programme.

9. The Director, AD, said that UNFPA planned to make use of the UNICEF service delivery network in rural areas, as well as those of NGOs, to distribute contraceptives. He said that the programme did address the needs of adolescent

males, but did so indirectly through family life education in the formal school system. He said that the Fund also hoped to reach adolescents through its information, education and communication activities.

10. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Guinea-Bissau (DP/FPA/CP/124).

Sierra Leone

11. UNFPA proposed a comprehensive five-year population programme in the amount of $5.2 million, of which $3.5 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $1.7 million from a combination of sources, including multi-bilateral resources.

12. The immediate objectives of the proposed programme were: (a) to help reduce maternal and infant morbidity and mortality levels by extending family planning services, increasing contraceptive prevalence and promoting responsible parenthood; (b) to support action-oriented programmes in the area of women, population and development; (c) to strengthen the institutional capacity and develop the human resources needed to implement the country's population programme successfully; and (d) to help provide reliable data for national development planning.

13. One delegation commended the focus of the programme and the innovative use of the extended programme of immunization (EPI) service delivery network of UNICEF. The delegation also recommended making greater use of NGOs wherever possible.

14. The Director, AD, thanked the delegation for its useful and supportive comments.

15. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Sierra Leone (DP/FPA/CP/122).

Uganda

16. UNFPA proposed a comprehensive four-year population programme in the amount of $14 million, of which $8 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $6 million from a combination of sources, including multi-bilateral resources.

17. The proposed programme would seek: (a) to improve the availability, accessibility and quality of MCH/FP services in selected major health centres in participating districts; (b) strengthen information, education and communication (IEC) counselling and family planning services and create closer linkages among IEC, family planning and EPI services; (c) develop action plans to improve the health status of women and adolescents; and (d) help the Government develop a population policy.

18. Several delegations commented on the proposed programme. One felt that the programme employed a somewhat conservative approach given the magnitude of the

problems the country faced. His delegation would have liked a more critical analysis of these problems as well as greater recognition of the need to strengthen the country's capacity to monitor population activities. It also would have welcomed more attention to problems arising from low staff salaries. The delegation, noting that UNFPA would provide part of the country's contraceptive requirements, asked if there was any possibility of overlap with USAID in this endeavour. The delegation asked why UNFPA had decided to expand the current service network from 13 to 16 districts rather than from 13 to 26 districts, as originally planned in the document being submitted to the Council.

19. The Director, AD, said that low salaries for government staff was a problem for all donors in Uganda. UNFPA was working with other United Nations organizations to devise a common United Nations system of incentives, which, it was hoped, would help alleviate the problem. The Fund decided to scale back the number of districts from 26 to 16 because it realized its limitations. This would enable UNFPA to consolidate and strengthen service delivery in existing areas. The Director confirmed that USAID did also provide contraceptives in Uganda. However, UNFPA and USAID had a close working relationship in-country, and the two organizations routinely consulted on such programme matters. Thus there was no possibility of overlap.

20. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Uganda (DP/FPA/CP/128).

Asia and the Pacific

21. The Director of the Asia and Pacific Division (APD) introduced the proposed UNFPA country programme for Pakistan, and the UNFPA Country Director for the Lao People's Democratic Republic introduced the UNFPA country programme for the Lao People's Democratic Republic.

Pakistan

22. UNFPA proposed a comprehensive five-year population programme in the amount of $30 million, of which $20 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $10 million from a combination of sources, including multi-bilateral resources.

23. The proposed programme would seek to assist the Government in, inter alia: (a) expanding the coverage of family planning services, including contraceptives, and improving the training programme for village-level family planning field-workers and their supervisors; (b) supporting NGOs in launching innovative projects in family planning and expanding service networks in rural areas; (c) developing and launching a national population communication plan; and (d) enhancing the capability of the federal Ministry of Population Welfare and provincial Departments of Population Welfare to plan, implement and monitor population programmes.

24. Numerous delegations commented on the proposed programme. Several appreciated the focus on rural areas and welcomed UNFPA's efforts to strengthen

the status of women. One delegation, noting the ambitiousness of the programme, asked if it was too optimistic, particularly in view of the Fund's past experiences in the country. Another delegation commended the Fund for the innovativeness of the programme, in particular the programme to train a cadre of female villagers in family planning techniques and family planning motivation. This delegation emphasized the need to develop method-specific information materials for use during counselling on family planning.

25. The Director, APD, thanked delegations for their strong support and constructive suggestions. He agreed that the programme was optimistic, but he felt that such optimism was warranted. Unlike past efforts in Pakistan, this programme was focused in the rural areas and made extensive use of village volunteers and village workers. The programme was based in the rural areas, supervised in the rural areas and backed by appropriate training and an adequate supply of contraceptives.

26. The Standing Committee recommended that the Governing Council approve the fifth UNFPA country programme for Pakistan (DP/FPA/CP/134).

Lao People's Democratic Republic

27. UNFPA proposed a comprehensive four-year population programme in the amount of $3.5 million, of which $2.5 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $1 million from a combination of resources, including multi-bilateral resources.

28. The proposed programme would assist the Government in achieving its expressed goal of reducing infant and maternal mortality rates by 25 per cent by the year 2000, primarily by promoting Safe Motherhood through the extension of MCH/birth-spacing services, and in developing the national capacity to integrate population factors into development planning.

29. Several delegations expressed support for the proposed programme.

30. The Standing Committee recommended that the Governing Council approve the first UNFPA country programme for the Lao People's Democratic Republic (DP/FPA/CP/120).

Latin America and the Caribbean

31. The Officer-in-Charge of the Latin America and Caribbean Division (LAC) provided a brief overview of the Fund's recently adopted strategy for the Latin American and Caribbean region. She noted that the strategy concentrated on improving women's reproductive health, with a major emphasis on reducing abortion and unwanted and adolescent pregnancy and on increasing contraceptive prevalence. She then introduced the two country programmes being submitted from the region.

Colombia

32. UNFPA proposed a comprehensive four-year population programme in the amount of $5 million, of which $3 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $2 million from a combination of sources, including multi-bilateral resources.

33. The objectives of the proposed programme were to: (a) develop a formal and explicit national population policy and a comprehensive national population programme; (b) increase the use of effective family planning methods and reduce the unmet needs for family planning services; (c) increase the understanding of responsible sexual behaviour, responsible parenthood and family planning; and (d) strengthen institutional capacity to implement population activities, especially in the context of decentralization.

34. Numerous delegations expressed strong support for the proposed programme. One delegation sought clarification on the Fund's working relationship with the Pan American Health Organization (PAHO), particularly in light of paragraph 15 of the document, which noted that PAHO had provided only limited technical advisory services in the previous cycle of assistance.

35. The Officer-in-Charge, LAC, thanked delegations for their strong support for the programme. She said that UNFPA had had a long and excellent working relationship with PAHO, both in the region and in Colombia. The Fund expected to continue to work closely with PAHO, although its role as executing agency in Colombia would be decided with the Government at the time of project formulation.

36. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Colombia (DP/FPA/CP/123).

Guatemala

37. UNFPA proposed a comprehensive four-year population programme in the amount of $3.5 million, of which $2 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $1.5 million from a combination of sources, including multi-bilateral resources.

38. The programme would pursue three long-range objectives: (a) the development of a comprehensive population programme legitimated by a population policy and integrated into overall government activity; (b) the provision of full access to the necessary knowledge, information and services for the exercise of the principle of "responsible parenthood and the right of individuals to decide freely the number and spacing of their children", as stated in the Constitution; and (c) the important participation of women in all population activities.

39. Numerous delegations expressed strong support for the proposed programme. Several asked, however, if and how the recent political developments in the country would influence the programme.

40. The Officer-in-Charge, LAC, thanked delegations for their strong support for the proposed programme. She pointed out that the programme was scheduled to start in January 1994. The Fund did not anticipate any difficulties in implementing the programme and hoped that the current situation in Guatemala would have been resolved by that time.

41. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Guatemala (DP/FPA/CP/133).

Concluding remarks

42. In his closing remarks, the UNFPA Deputy Executive Director (Programme) identified three main issues that emerged from the discussions. The first concerned the structure and content of the country programme reports. UNFPA took note of the point made by several delegations that the reports were not sufficiently analytical or problem oriented. The Fund would review the basic format of the presentation with a view to improving it in these regards. He reminded the Committee, however, that the reports presented to the Council were based on the findings and recommendations of the Fund's Programme Review and Strategy Development (PRSD) reports, which were very analytical and comprehensive and also available to Council members.

43. The second issue concerned the focus of UNFPA activities. Some delegations felt that the Fund was trying to do too much with the fairly limited resources at its disposal. He reminded Committee members that UNFPA worked within a concept: to be effective, family planning services had to be supported by IEC activities, which in turn needed a strong national population policy and programme to ensure sustainability, which in turn required reliable, relevant and current data. He thus underscored that the concept was sound but that much more resources were required.

44. The third issue concerned the request that UNFPA include in its country programme reports information on (a) the status of donor coordination in-country; (b) the country's contraceptive needs and how the proposed UNFPA country programme would address those needs; and (c) the critical factors facilitating or constraining the success of the programme. He assured the Committee that all future UNFPA country programme submissions would provide information on these three items.

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Rapporteur: Mr. Thomas STELZER (Austria)

Addendum

CHAPTER III. COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

B. Asia and the Pacific

1. The Assistant Administrator and Director, Regional Bureau for Asia and the Pacific (RBAP), introduced six country programmes and the Pacific multi-island programme, noting that with the exception of Afghanistan, Cambodia, the Islamic Republic of Iran and Myanmar, the country programmes for the region had all been presented to the Governing Council for the fifth cycle. He highlighted trends in the region in the areas of human development, poverty alleviation, HIV/AIDS, protection of the environment and ecosystems, economic reform and management, aid coordination and programme implementation. He traced developments in UNDP over 30 years, noting that UNDP was continuing to respond flexibly to change in order to maintain its leadership role in technical cooperation.

Republic of Korea

2. The Assistant Administrator and Director, RBAP, introduced the fifth country programme for the Republic of Korea (DP/CP/ROK/5) with a total indicative planning figure (IPF) of $4.6 million and estimated cost-sharing of $9 million. The resources were to be concentrated in five main areas: (a) environmental management; (b) industrial resources; (c) Tumen River Area development; (d) social development; and (e) technical cooperation among developing countries (TCDC).

3. The Assistant Administrator stressed that the Republic of Korea had become a net contributor country and that the fifth country programme came at a time when the country's role as a recipient of external assistance had greatly diminished while its role as a donor country was yet to be fully defined. There was, therefore, a unique opportunity for the Government and UNDP to redefine the scope and modalities for joint collaboration and to shape a new, more relevant and meaningful role for UNDP in the country.

4. In that context, he noted that, notwithstanding its spectacular progress, the country still faced obstacles for the achievement of sustainable, balanced growth. Some of those obstacles had not received due attention in the accelerated drive for economic development, e.g., the environment, the needs of women and the disadvantaged, such as the handicapped, and labour relations. UNDP technical cooperation was therefore welcomed and appreciated, especially in the areas of concentration set down by the Governing Council.

5. Delegations commended the positive impact of the cooperation between the Republic of Korea and UNDP, noting in particular the environment programme and the application of "the polluter pays" principle. The country programme was found to be well balanced and in accordance with government priorities. The UNDP field office had played a positive and comprehensive role in aid coordination. Information was requested on the actual costs to UNDP of keeping a presence in the Republic of Korea, given its status as a net contributor country.

6. Several delegations inquired as to the status of the Tumen River Area Development Programme, given its potential impact on the country as well as the sizeable allocation made in the country programme in support of the activity.

7. The representative of the Republic of Korea thanked delegations for their positive and supportive remarks and stressed the interest of his Government in regional and subregional technical cooperation.

8. In his response, the Assistant Administrator highlighted the substantial shift in the orientation of technical cooperation as outlined in the country programme document. He confirmed that based on criteria that had been agreed to, the country, still qualified as a developing country and thus as an active partner in TCDC. The substantial financial contribution of the Government was stressed and in that connection the Assistant Administrator confirmed that, given its present level of contributions, UNDP would meet only the costs of the resident representative.

9. The Assistant Administrator outlined in brief the present status of the Tumen River Area Development Programme. He mentioned that by the end of 1993 it was expected that the participating countries would have signed legal agreements and that a charter for a Tumen River corporation would be agreed to. Pre-feasibility studies in such sectors as transport, infrastructure, natural resources and industry were progressing and environmental impact assessments and guiding principles were being integrated into the activities.

10. The Committee recommended that the Governing Council approve the fifth country programme for the Republic of Korea.

Mongolia

11. The Assistant Administrator and Director, RBAP, introduced the fifth country programme for Mongolia (DP/CP/MON/5) with a net IPF of $6.3 million and cost-sharing of $3.5 million. He emphasized the importance of national capacity-building for the management and implementation of economic reform policies and in addressing such adverse effects of reform as unemployment and increasing poverty. UNDP assistance under the fifth country programme would concentrate on four interrelated areas: economic performance management; management development; poverty alleviation; and environmental protection. The important role of UNDP in aid coordination, including assistance to the Government for the preparation and convening of the annual donor consultation meeting, was also highlighted.

12. The representative of Mongolia referred to the difficulties faced by Mongolia in dismantling the former socialist economic system and introducing a new market-oriented system. Concern was also expressed about rising unemployment, deterioration in living standards, emerging social problems and environmental degradation. The new country programme focused on a limited number of high-priority areas which were fully consistent with the national development agenda. He thanked UNDP and multilateral and bilateral donors for their support to the fifth country programme.

13. Other delegations noted the important role played by UNDP in aid coordination and in particular in convening the annual donor consultation meeting. One delegation indicated that his Government would make a cost-sharing contribution to the management development programme for Mongolia and would continue to work closely with UNDP; another noted the close cooperation between his Government and UNDP on macroeconomic advisory services. One delegation stated that his Government was working jointly with the World Bank in trying to address financial constraints faced by Mongolia in the transition period. The role of UNDP in human resources development, including management development, was supported. While endorsing the new country programme, the delegation indicated that it should be flexible enough to allow adjustments at a later stage. In view of Mongolia's limited capacity, he also emphasized the need for long-term experts and United Nations Volunteer (UNV) specialists. In reference to paragraph 27 (a) of document DP/CP/MON/5, one delegation cautioned against spreading the limited resources of UNDP too thinly.

14. The Assistant Administrator responded that while more long-term experts would be desirable, their relatively high cost was a constraint. UNDP had, however, already fielded a substantial number of UNV specialists in Mongolia. He clarified that UNDP would focus only on critical areas not covered by other donors.

15. The Committee recommended that the Governing Council approve the fifth country programme for Mongolia.

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Addendum

CHAPTER III. COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

A. Africa

1. Country programme approvals (continued)

Guinea-Bissau

1. The Assistant Administrator and Director, Regional Bureau for Africa (RBA) introduced the fourth country programme for Guinea-Bissau (DP/CP/GBS/4) with a net indicative planning figure (IPF) of $27.4 million. She drew attention to the declining economic and social conditions in Guinea-Bissau in all sectors. The fourth country programme would provide support under four areas of concentration: the public sector and management of the economy; priority social sectors; promotion of the private sector and of employment; and management of natural resources.

2. The Foreign Minister of Guinea-Bissau stated that his country was preparing for elections with the help of UNDP and other donors. It was counting on UNDP to meet multidimensional challenges, including the social costs of economic reform. His Government was also trying to improve aid coordination.

3. Several delegations supported the use of UNDP cooperation to strengthen democratization and combat the negative effects of structural adjustment but noted that that aspect of the programme should be made more explicit. If resources were to be spread rather thin, linkages between programmes should be strengthened. One delegation noted that the ratio of administrative functions

to programme activities in the field office was 40 per cent, while that of his country's aid programme was only 18 per cent.

4. A few delegations suggested that UNDP should ensure that its programme on natural resources management was coordinated with that of the World Bank and the United States Agency for International Development (USAID) and should include a link with the Tropical Forestry Action Plan. On the question of environment, a clear government commitment would be required. UNDP should convene regular meetings of donors on specific issues, encouraging other donors to take the lead in each area. While supporting the areas of concentration in the country programme, delegations raised questions on how UNDP would ensure linkage between areas of concentration. Another delegation asked whether there had been coordination with other donors on the question of salary supplementation for project personnel.

5. The Assistant Administrator noted the points raised on coordination and on UNDP support to democratization and indicated that UNDP would strive to do more in those areas.

6. The Division Chief for West Africa emphasized that a programme approach was being used to integrate the different activities and that programming would be done in the context of overall sectoral priorities.

7. The Committee recommended that the Governing Council approve the fourth country programme for Guinea-Bissau.

Mauritius

8. The fifth country programme for Mauritius (DP/CP/MAR/5) with a net IPF of $3.8 million was presented by the Assistant Administrator and Director, RBA. She noted that the programme was for the period 1993-1997 and as such would be synchronized with the national plan. Two areas of concentration had been selected for UNDP cooperation: policy formulation and planning and human resources development.

9. Delegations supported the country programme, noting the high human development index (HDI) rating of the country - the result of wise economic policies with attention to social conditions. They commended UNDP for its efficient and cooperative efforts in the country.

10. The Committee recommended that the Governing Council approve the fifth country programme for Mauritius.

Mozambique

11. The fourth country programme for Mozambique (DP/CP/MOZ/4), with a net IPF of $90.5 million, was presented to the Committee by the Resident Representative, who stressed the need for a multi-donor programme to alleviate poverty and rehabilitate the country in the post-war period, with a view to longer-term development objectives. The programme concentrated on three areas: poverty

alleviation and post-war rehabilitation; economic and financial management; and environment and natural resources management.

12. The National Director for Planning of Mozambique emphasized that UNDP played an important role in the country's development. He stressed the importance his Government attached to increasing national execution, even during a transitional phase, and the importance given to pursuing updated priorities and new initiatives.

13. Delegations supported the approach taken in the country programme and commended UNDP for retaining flexibility over time to allow for the consolidation of the peace process. Several delegations from donor countries were concerned that the focus might be too broad and therefore stressed the need to focus, in particular, on poverty alleviation and provincial-level development. They called for better coordination of technical cooperation and coherence of donor activities in Mozambique based on lessons learned from previous programmes. In relation to the national technical cooperation assessment and programmes (NATCAP) process, a more focused sector approach was suggested. It was noted that reference should be made to the role of UNDP in the coordination of technical cooperation in the upcoming elections. Some donors stressed that the comparative advantage of UNDP lay in institutional capacity-building at the national level while others emphasized the role of UNDP in decentralization and capacity-building at the provincial level. Clarification was sought on the relationship between UNDP activities in poverty alleviation, with emergency rehabilitation, humanitarian assistance and the United Nations Office for the Coordination of Humanitarian Assistance (UNOHAC) appeal.

14. The Resident Representative, in reply, explained that since the signing of the peace agreement, the security situation had improved considerably. With the end of the drought, displaced persons and refugees were returning and had been able to plant and harvest crops. Therefore, in practice, activities related to the emergency, rehabilitation and development were going on simultaneously and it was hoped that the emergency operation would soon be phased out. He explained that while most activities were currently in the area of humanitarian assistance, some were related to the post-war situation, such as assistance to demobilized soldiers, demining and resettlement, and required assistance from all agencies and donors. He stated that compared to the past, the fifth country programme showed progress towards increased focus, coherence and concentration on programme-oriented activities and that most programmes included third-party participation. He also emphasized that in a country such as Mozambique, coordination was complex but was progressing well. It was recognized that the Government could do more but had a very limited capacity. Regarding support to the elections, the Resident Representative informed the Committee that UNDP had approved a project for technical cooperation with the National Electoral Commission, which would be created with the participation of the various emerging political parties. UNDP assistance would constitute the framework for all donor inputs to the electoral process.

15. The Resident Representative also stated that efforts were being made to increase the involvement of non-governmental organizations (NGOs) and to promote a more favourable environment for the private sector. UNDP agreed there was a need for assistance in strengthening capacity at the provincial level and

therefore would continue to provide assistance at both the central and provincial levels.

16. The Assistant Administrator and Director, RBA, replied to a question regarding the role of UNDP in resource mobilization vis-à-vis the Consultative Group, explaining that there was sometimes a need to seek additional resources for specific programmes and that that in no way usurped Consultative Group efforts to mobilize resources for both World Bank programmes and UNDP programmes.

17. The Committee recommended that the Governing Council approve the fourth country programme for Mozambique.

Namibia

18. The Representative of Namibia, the Director General of Planning and the Head of the National Planning Commission introduced the first country programme for Namibia (DP/CP/NAM/1), with a net IPF of $14.4 million and covers the period 1993-1997. The programme had two main areas of concentration for UNDP assistance: strengthening the Government machinery for implementing economic and social development and reform; and human development for poverty alleviation through the expansion and reform of social services, notably in the fields of education, health and housing.

19. It was stated that in selecting the two areas of concentration, particular attention had been given to the need for improved capacity to manage the national economy and for a restructured public service that could effectively and efficiently implement development and reform policies and programmes. The programme document highlighted major constraints to socio-economic development in the country and also reflected its major economic and social priorities. The Government believed that Namibia should be in a position to move beyond a "quasi-programme approach arrangement" by the mid-term programme review. The programme was built on the foundations laid during the immediate post-independence period. The Representative also expressed his Government's gratitude to the United Nations system for its support prior to and following the independence of the country and noted that UNDP support was now critically important to make a success of the Government's reform programmes.

20. A number of delegations expressed support for the programme and for its analysis of the socio-economic situation in the country. Complementarity of the programme with other donor programmes was mentioned. At the same time, some delegations stated that the weak absorptive capacity of the Government might lead to undue dependence on donors and stressed the need for support to capacity-building and administrative development, including management of development assistance. One donor stated that new ways of improving aid coordination beyond the traditional NATCAP and round-table processes should be explored. UNDP should coordinate policy discussions between donors and the Government and review the administrative efficiency in carrying out the country programme. Attention was drawn to the need for more focus of UNDP activities in view of limited resources. Comment was also made that UNDP should concentrate on mobilizing resources and coordinating their use. The UNDP focus on public administration, health and food security was applauded by one delegation, while

another proposed that UNDP look carefully at the impact of social sector support, examining also the possible comparative advantage of other United Nations agencies in this field. It was suggested that the reference in the country programme to women in development needed to be elaborated in operational terms.

21. Both the Representative of Namibia and the Assistant Administrator and Director, RBA, assured delegations that their highly constructive observations would be taken into consideration in the implementation of the programme and during the mid-term review. The Assistant Administrator said the Regional Bureau would try to go beyond conventional aid coordination mechanisms. Regarding the cost-effectiveness of UNDP activities in Namibia, she noted that UNDP input went well beyond what was outlined in the budget. In closing, she paid tribute to two deceased UNDP officials who had contributed significantly to UNDP work in Namibia: Mr. David McAddams and Mr. Otto Essien.

22. The Committee recommended that the Governing Council approve the first country programme for Namibia.

2. Extension of country programmes (continued)

Angola

23. The Committee had before it a request for a second extension of the second country programme for Angola involving IPF resources of $3 million (DP/CP/ANG/2/EXTENSION II).

24. Delegations expressed support for the programme extension and hope for implementation of the peace process. UNDP was commended for its coordinating role in humanitarian assistance in Angola.

25. The Representative of Angola thanked UNDP and the Committee for its support and explained that the extension was needed because of the resumption of war in the country. He called attention to the dramatic situation in the country and appealed to the donor countries to assist Angola in the reconstruction and rehabilitation once peace is restored.

26. The Committee recommended that the Governing Council approve the second extension of the second country programme for Angola.

Congo

27. The request for a second extension of the third country programme for the Congo (DP/CP/PRC/3/EXTENSION II), involving IPF resources of $650,000, was before the Committee.

28. Delegations commended UNDP for the coherence of its programme in the Congo and expressed satisfaction on its complementarity with major bilateral assistance programmes. It was noted that it would be premature to prepare a five-year programme, given the rapidly changing environment. UNDP was congratulated for not trying to do too much with too little and for its

flexibility and adaptability under changing circumstances. Satisfaction was expressed with successful UNDP efforts in the coordination of the election.

29. The Representative of the Congo thanked the Committee for its support. He also thanked UNDP and the Regional Bureau for Africa for efforts to assist the Congo and recalled that the second country programme had been implemented in a crisis situation. He explained that efforts were being undertaken by the Government to address the economic instability and to introduce economic reforms.

30. The Committee recommended that the Governing Council approve the second extension of the third country programme for the Congo.

Zaire

31. The Assistant Administrator and Director, RBA, introduced the request for a second extension of the fourth country programme for Zaire (DP/CP/ZAI/4/EXTENSION II), involving IPF resources of $10 million. She gave a brief update on the situation in Zaire, mentioning the President's proposal to hold a round-table conference and the Secretary-General's intention to send an inter-agency humanitarian needs assessment mission to Zaire to evaluate the situation of displaced persons in the provinces of Shaba, Kiwa and Kasai.

32. The Representative of Zaire confirmed the information provided by the Assistant Administrator and explained the chaotic situation prevailing in the country and the difficulties encountered in the creation of democratic institutions. He thanked UNDP for its initiative to extend the country programme for one year, sharing in the regret that it had not been possible to prepare the fifth country programme, but gave assurance that the Government would join with UNDP in its formulation as soon as possible. He appealed to UNDP for assistance in the preparations for elections.

33. Several delegations expressed support for the request for a second extension of the fourth country programme for Zaire.

34. The Committee recommended that the Governing Council approve the second extension of the fourth country programme for Zaire.

4. Malawi: policy review requested by the Council

Malawi

35. The Assistant Administrator and Director, RBA, introduced the report of the Administrator on the enabling political and social environment in Malawi, 1992-1993, and its effect on the implementation of the fifth country programme (DP/1993/62). She stated that following the visit of a United Nations mission to Malawi in February, and the recent visit of the United Nations Mediator, the Government approved the Mediator's recommendation for a two-ballot-paper and one-ballot-box formula to resolve the stalemate between the Government and the opposition groups regarding the referendum scheduled for 14 June 1993. She

proposed that in order for the referendum process to continue into its final stage, it was important that UNDP continue its support under the fifth country programme and encourage donors to resume aid in a way that would encourage the current trends leading to an internationally acceptable level of good governance within a reasonable time.

36. Delegations supported the role of UNDP in assisting Malawi in its shift to a more democratic system, congratulated Malawi for embarking on the democratization process and appealed to donors to lend their support.

37. The Committee recommended that the Governing Council endorse the recommendation of the Administrator contained in document DP/1993/62 to continue the fifth country programme, maintaining the sharp focus on human development through poverty alleviation, while at the same time actively encouraging and facilitating the process of political change and its contribution to the achievement of the programme goals. Should the required complementary assistance not materialize, the Committee recommended that the Administrator again bring the matter to the attention of the Governing Council.

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Rapporteur: Mr. Thomas STELZER (Austria)

Addendum

CHAPTER III. COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

A. Africa (continued)

Burundi

1. The fifth country programme for Burundi, with a net indicative planning figure (IPF) of $38.2 million, was presented by the Assistant Administrator and Director, Regional Bureau for Africa, who noted the programme's three areas of concentration: enhancement of development management capacity; transformation of rural areas; and strengthening of health and education services.

2. A number of delegations expressed support for the programme. Several commended the presentation and expressed satisfaction with the areas of concentration, the focus (including that on human development) and the gradual use of national execution as a modality. However, they cautioned UNDP against holding too many round-table conferences and suggested that in strengthening the country's capacity to manage the economy, existing institutions should be reinforced rather than new ones created. The aid coordination role of UNDP was commended, as was UNDP support to management development and planning to build national capacity. While UNDP support to HIV/AIDS prevention was considered essential by some delegations, it was noted that United Nations agencies should coordinate their efforts in that regard. It was also suggested that more emphasis be put on regional cooperation.

3. The representative of Burundi thanked UNDP and the delegations for their support to Burundi.

4. The Assistant Administrator took note of suggestions by delegations, emphasizing that regional integration was a major objective, and collaboration on HIV/AIDS was being sought with all concerned. In addition, the rationale for round-table conferences would be further examined and those conferences held would be well prepared. She stated that efforts would also be made to enhance capacity-building in order to strengthen existing institutions. She confirmed that the country programme was the result of close consultations with the Government.

5. The Committee recommended that the Governing Council approve the fifth country programme for Burundi.

United Republic of Tanzania

6. The Resident Representative introduced the fifth country programme for the United Republic of Tanzania (DP/CP/URT/5) with a net IPF of $80.1 million. He indicated that it had benefited from a thorough assessment of the previous programme and sectoral assessments of United Nations specialized agencies. Resources would be concentrated in five areas: improved macroeconomic management; human resources development; employment creation through private-sector development; HIV/AIDS; and environment and natural resources management. He emphasized that UNDP would support sustainable reform as opposed to measures taken for expediency and would therefore continue to target the social dimensions of adjustment. UNDP assistance would be closely integrated with that of other donors and would be less project-driven than in the past.

7. The Permanent Secretary of the Planning Commission for the United Republic of Tanzania traced the country's recovery programme and stated that efforts were being made to redefine and restructure the role of the public sector and to create an enabling environment for private-sector initiative. He also clarified that his Government saw the need for an integrated approach rather than a project-by-project approach and for activities by sector that complemented each other.

8. While several delegations supported the programme, a number raised questions, noting the lack of focus, which tended to undermine the credibility of the programme and made it difficult to assess impact. The lack of focus also reduced the chances for UNDP to play a role in the policy dialogue and risked marginalizing UNDP support in the country despite the size of the IPF. Delegates considered that the country programme was important in terms of capacity-building, human resources development and efficiency in coordinating external assistance. UNDP should be asked to support efforts needed by the Government to use external assistance in a more efficient manner.

9. Delegations made specific comments on the programme; a review of the use of expatriates as project personnel was called for; the comparative advantage of UNDP in the area of HIV/AIDS in the country was questioned; the participatory approach was seen to need reorientation; the success indicators presented were considered to be too broad to serve as true measures of impact; and assistance

to public service reform needed further thought. Questions were also raised on the issue of policy conditionality, it being noted that UNDP had not joined other donors in that regard. The size of the reserve fund ($25 million) was also questioned.

10. In light of the questions and comments, a number of delegations felt that the programme should be further focused and a report submitted to the Governing Council at its forty-first session (1994).

11. The Resident Representative noted that the fourth country programme had been too fragmented and informed the Committee that efforts were being made to close 35 projects, or about 30 per cent of the fourth cycle programme. He noted that UNDP activities on HIV/AIDS were in keeping with the Governing Council's view that UNDP should focus on the impact that HIV/AIDS was having on the capacity for development. As such, UNDP activities were not in competition with those of other agencies. Among the expatriates recruited for the programme, UNDP was relying on 40 United Nations Volunteer specialists to work at the grass-roots level; at the same time, an increasing number of nationals were being hired. He said that UNDP continued to press for human development in the debate on structural adjustment in the country. He assured the Committee that all necessary adjustments would be made to the programme and suggested that UNDP report to the Committee on the matter in the context of the mid-term review.

12. The Assistant Administrator and Director, RBA, stressed that a successful country programme was the objective and therefore proposed that UNDP report to the Governing Council at its forty-first session on progress made, taking into account the discussion in the Committee at its current session and the priorities of the Government.

13. Taking into account the remarks made during the debate by the Resident Representative, the Committee decided that UNDP should continue its assistance to the United Republic of Tanzania. The Committee recommended that the Governing Council approve the fifth country programme for the United Republic of Tanzania on the understanding that UNDP would report to the Council at its forty-first session (1994) on the advancement of the programme in the light of comments made by the Committee.

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Addendum

CHAPTER III. COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

B. Asia and the Pacific

The Federated States of Micronesia, the Republic of the Marshall Islands, Vanuatu, Palau and the Pacific Multi-islands programme

1. The Assistant Administrator and Director, Regional Bureau for Asia and the Pacific (RBAP), introduced the country programmes for the Federated States of Micronesia, the Republic of the Marshall Islands, Vanuatu and Palau; and the Pacific multi-islands programme.

2. The first country programme for the Federated States of Micronesia (DP/CP/MIC/1) had net indicative planning figure (IPF) resources of $3.3 million. Resources would be concentrated on three main areas: (a) private-sector and entrepreneurship development; (b) economic management and public-sector policy reform; and (c) environmental management and sustainable resources use.

3. The first country programme for the Republic of the Marshall Islands (DP/CP/MAS/1) had net IPF resources of $2.1 million. Resources would be concentrated on three areas: (a) employment generation and training; (b) macroeconomic and financial management; and (c) sustainable resources management.

4. The third country programme for Vanuatu (DP/CP/VAN/3) had net IPF resources of $1.8 million. Resources would be concentrated on two areas: (a) management development and (b) balanced and sustainable regional development.

5. The first country programme for Palau (DP/CP/PLU/1) had net IPF resources of $538,000. Resources would be concentrated on two areas: (a) development policy and strategy and (b) sustainable resources management.

6. The first programme for the Pacific multi-islands (DP/CP/PMI/1) had IPF resources amounting to $4.4 million and an estimated regional IPF of $878,000. Resources would be concentrated on the development of equitable and sustainable human development.

7. In his presentation, the Assistant Administrator and Director, RBAP, pointed out that given the development constraints facing the small island States, the four country programmes reflected both commonality and diversity in the development needs to be addressed. The country programme areas of focus had been identified by the respective Governments in close collaboration with UNDP and in consultation with United Nations specialized agencies and other bilateral and multilateral donors. Given the limited IPF resources allocated, the need for concentration, focus and greater attention to potential impact were major considerations.

8. Referring to the Pacific multi-islands programme, the Assistant Administrator proposed that the fifth cycle IPF be programmed to reinforce the priority theme of equitable and sustainable human development, which was a feature of the Pacific subregional programme, approved by the Governing Council at its thirty-ninth session (1992).

9. The delegations of Vanuatu, the Marshall Islands and the Federated States of Micronesia confirmed and expressed their commitment to their respective country programmes. UNDP was commended for its assistance in the thorough and comprehensive preparation of the documents. The programmes addressed priority technical cooperation needs emanating from government development goals and policies and the strategies proposed reflected UNDP comparative advantages. They confirmed the need for continued UNDP support for effective aid coordination through the round-table process. They also voiced strong support for the Pacific multi-island programme, which fully complemented and reinforced country programme activities.

10. Delegations supported the four country programmes and joined the Pacific island country government representatives in confirming the importance of the Pacific multi-island programme, which addressed common needs of the Pacific island countries and would strengthen government efforts to promote community-based and self-sustaining development among the neediest sectors of the population, especially women, unemployed youth and those in rural and remote outlying areas.

11. Several delegations endorsed the thematic focus of the five programmes presented and emphasized the need for full consultation with bilateral donors in their formulation and implementation. They also encouraged the role of UNDP in supporting government aid coordination efforts through the round-table mechanism.

12. In reply, the Assistant Administrator thanked the delegations for their support for the programmes presented and their deep interest in them. The Pacific island countries should merit special consideration, given both the unique development constraints and opportunities. He reiterated the importance in the Pacific region of strengthening and expanding community-based participatory development, which the Pacific multi-island programme aimed to do through pilot programmes aimed at target groups and policy-level advocacy and support initiatives. The collaboration of all parties concerned was expected. He assured the Committee that UNDP would continue to work closely with the Governments in the implementation of the five programmes; the donor community would also be invited to collaborate.

13. The Committee recommended that the Governing Council approve the first country programme for the Federated States of Micronesia; the first country programme for the Republic of the Marshall Islands, and the first country programme for Palau. It also recommended that the Council approve the third country programme for Vanuatu and the first programme for the Pacific multi-islands.

Pakistan

14. The fifth country programme for Pakistan, with a net IPF of $89.7 million, was introduced by the Resident Representative. UNDP assistance under the fifth programme would focus on alleviating poverty and would be based on national strategies for rural and socio-economic development in four areas: (a) raising levels of human development, particularly of the poor, by supporting the country's social action programme; (b) supporting management of the environment and natural resources in accordance with the natural conservation strategy; (c) supporting income-generation, employment and productivity, including programmes aimed at improving the productivity of the poor; and (d) promoting institutional reforms to make national institutions more responsive to the needs of the poor. UNDP would provide further assistance in mobilizing and coordinating donor inputs for national programmes by developing programmes in a way to encourage other donors to fund parts of them and by developing management systems to coordinate implementation, monitoring and evaluation of multi-agency, multi-donor programmes.

15. In presenting the fifth country programme, the Resident Representative emphasized that the analysis of the impact of foreign assistance carried out in 1990 with UNDP support had revealed that external aid had contributed to a "human development impoverished Pakistan". The fifth country programme therefore addressed the need for more balanced development with the objective of supporting the Government's efforts to achieve a greater equilibrium between physical assets, natural resources development and investment in people. He stressed that UNDP was encouraging the Government to take the lead in managing the programme, noting, in particular, the activities in remote area development. UNDP was leading a task force on improving institutional responsiveness to the needs of the poor. He also pointed out that the programme was linked to the United Nations inter-agency programme for Pakistan, which consisted of a six-point common agenda for United Nations assistance to Pakistan. He concluded with a plea for more resources and more partners in fostering balanced development, noting that projected growth rates in UNDP resources had not been

met, leaving little room for implementing the fifth cycle agenda and for translating rhetoric into action. He stressed, nevertheless, that the fifth programme had served as a centrepiece for the re-evaluation of development in Pakistan.

16. Delegations thanked the Resident Representative for his presentation and indicated their strong overall support for the programme as presented. Several delegations supported the areas of concentration chosen, noting that they were areas where UNDP had a comparative advantage and that in formulating them, good use had been made of lessons learned in previous cycles. While supporting the programme, other delegations emphasized that it would be challenging to implement, particularly in the area of outreach to small farmers and entrepreneurs, and looked forward to learning of the initial results at the mid-term review. Efforts to improve the condition of, and opportunities for, women were commended, as was the support for the national conservation strategy. Most delegations were in favour of the support given to the social sectors and suggested that implementation in that area be given priority. One delegation supported the thrust towards institutional development but suggested that it needed to benefit the poorest in society.

17. Questions were raised by several delegations on why drug abuse control problems, the high proportion of defence spending in the national budget and the low absorptive capacity for capital/investment assistance had not been addressed. One delegation asked for clarification on the proposed development scheme for remote areas; another questioned the usefulness of the programme matrix, which showed linkages in all areas of concentration.

18. Several delegations commended the coordinating role played by UNDP, and it was noted that intellectual leadership and a focus on critical development issues seemed crucial for achieving such coordination. Moreover, coordination of United Nations system activities offered a good opportunity to support human development goals.

19. The Secretary of Planning of Pakistan said that UNDP played a vital role in Pakistan, particularly in addressing the dichotomy between economic growth and poor social sector performance. He stated that the delivery of services to the social sectors still faced problems because of a lack of incentives, in spite of the fact that his Government had tripled contributions to social sectors within the last few years. Lack of incentives for workers in the social sectors slowed delivery of services. He pointed out that a number of developments in the region had not yet permitted drawing on the "peace dividend". He stressed, however, that repayment of the national debt now surpassed expenditures on defence. He further emphasized that the World Bank's structural adjustment programme had resulted in limitations to the growth of Pakistan's development budget and as a consequence there were insufficient counterpart funds for the full implementation of capital/investment assistance. He drew attention to the apparent dichotomy between the appreciation expressed for the commendable role of UNDP in fostering balanced human development in his country and the declining resources being made available for that purpose.

20. The Committee recommended that the Governing Council approve the fifth country programme for Pakistan.

Philippines

21. In introducing the fifth country programme for the Philippines (DP/CP/PHI/5), with a net IPF of $40.3 million, the Resident Representative highlighted its integrated programme themes: (a) economic reform and management; (b) technology transfer and international competitiveness; (c) environmental management; and (d) poverty alleviation. He stated that the programme converged with the country's national development plan and was the result of a long, extensive consultative process involving various government ministries; United Nations agencies, including the World Bank and the International Monetary Fund; other donors; non-governmental organizations (NGOs); and the private sector. The country programme was based on lessons learned during the fourth cycle and on the comparative advantages of UNDP.

22. One delegation noted that the programme was moving in the right direction and that its areas of concentration were consistent with UNDP priorities. Successful implementation would, however, require better coordination. Another delegation found the programme to be well focused. While commending the strategy to intervene at micro and macro levels, including emphasis on the pilot testing of innovative approaches at the grass-roots level, delegations suggested that the programme appeared ambitious in the area of national capacity-building - an issue that should be examined during the mid-term review.

23. The Secretary of Socio-Economic Planning and Director-General of the National Economic Development Authority informed the Committee that the Government appreciated the important role of UNDP, particularly in light of its valuable commercial and political neutrality. He assured delegations that although the programme seemed ambitious, the Government intended to focus on a few strategic, high-impact activities.

24. The Committee recommended that the Governing Council approve the fifth country programme for the Philippines.

Assistance to Cambodia

25. The Assistant Administrator and Director, RBAP, gave an oral report on the status of UNDP assistance to Cambodia as provided for in the note by the Administrator (DP/1992/56), which was before the Governing Council at its thirty-ninth session (1992). He pointed out that in its decision 92/25 of 26 May 1992, the Council authorized the Administrator to approve assistance to Cambodia on a project-by-project basis up to $40 million for the period through 31 December 1993. He described activities carried out by UNDP in Cambodia and noted that following the elections UNDP would be examining with the new Government needs for technical cooperation in the reconstruction phase and would begin preparation of a country programme for Cambodia.

26. One delegation expressed support for the work of UNDP in Cambodia.

27. The Committee recommended that the Governing Council take note of the oral report of the Assistant Administrator.